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housing element

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RESOLUTION NO. 4759

A RESOLUTION OF THE CITY COUNCIL OF THE
CITY OF ORANGE ADOPTING THE HOUSING
ELEMENT AS PART OF THE GENERAL PLAN OF
THE CITY OF ORANGE.

WHEREAS, Section 65302(c) of the California Government Code requires the adoption of a Housing Element as part of the General Plan of the City of Orange; and

WHEREAS, Section 65302(c) of the California Government Code requires the adoption of a Housing Element consisting of standards and plans for the improvement of housing, provision of adequate sites for new housing, and provision for the housing needs of all economic segments of the community; and

WHEREAS, the City Council has heretofore received the recommendation from the Planning Commission recommending the adoption of the Housing Element and has held a public hearing to consider the adoption of this Element as part of the General Plan; and

WHEREAS, the City Council hereby finds and determines that a Housing Element has been prepared and presented to the Council in conformity with the requirements and guidelines of the California law; and

WHEREAS, the City Council desires to adopt a Housing Element in order to have a general policy establishing the City's objectives and intentions regarding housing; and

WHEREAS, the Housing Element is an important link in the overall Comprehensive General Planning effort for the City of Orange, and, when used in conjunction with other General Plan Elements, will serve as a valuable tool in guiding and directing the future growth of the community; and

WHEREAS, implementation of the Housing Element of the General Plan will serve to achieve many of the stated goals of the community and promote the general welfare of its citizens; and

WHEREAS, the City Council concurs with the findings of the Planning Commission's findings contained in E.I.R. No. 447 except as hereinafter noted; and

WHEREAS, the City Council desires to adopt that certain text entitled the Housing Element or with the exception of the last paragraph of page 11 of the text of the Housing Element which last paragraph is hereby eliminated and omitted from said text; and

WHEREAS, the City Council has examined Environmental Impact Report 447 and approves the draft thereof with the following changes and corrections:

1. Amend Recommendation No. 12 on page 3 of the text of Environmental Impact Report 447 to read as follows: Research alternatives and housing types and zoning, including mobile homes.
2. Amend Recommendation No. 13 to read as follows: Prepare criteria for distribution of low and moderate income housing to insure that such housing will not over impact any one area of the City.
3. Revise Recommendation No. 14 to read as follows: Support non-discrimination to provide equal opportunity in housing.

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Orange hereby adopts the Housing Element as part of the Comprehensive General Plan for the City of Orange with the revisions heretofore described and hereby instructs the staff to implement and execute the measures outlined in the aforementioned Housing Element.

BE IT FURTHER RESOLVED that the City Clerk is hereby directed to place a copy of the aforementioned Housing Element on file in the Office of the City Clerk together with a date and time stamp indicating the time and date subsequent to the Council approval of this Resolution that the City Clerk placed said element of record in the Office of the City Clerk.

ADOPTED this 28th day of March, 1978.

ROBERT D. HOYT

MAYOR OF THE CITY OF ORANGE

ATTEST:

CHARLOTTE M. JOHNSTON, CMC
CITY CLERK OF THE CITY OF ORANGE

I hereby certify that the foregoing resolution was duly
City Council of the City of

STATE OF CALIFORNIA)
COUNTY OF ORANGE) ss.
CITY OF ORANGE)

I, CHARLOTTE M. JOHNSTON, CMC, City Clerk of the City of Orange, California,
DO HEREBY CERTIFY that the foregoing Resolution No. 4759 is a true
and correct copy of the original as appears on record in this office.

WITNESS my hand and seal this 26th day of July, 19 78.

(SEAL)

Charlotte M. Johnston, CMC
City Clerk of the City of Orange

HOUSING ELEMENT

CITY OF ORANGE

City planning--California

Orange--City planning

Housing policy--California--Orange

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I. INTRODUCTION

A. Housing Element Overview

Housing is of great concern to many people, but not always for the same reasons. For example, some are concerned because their livelihood depends on the building and marketing of homes and apartments. However, others are concerned because too much housing could damage the environment and exceed the capacity of community services and facilities. In addition, some are concerned about the type of housing and its impact on their way of life. Moreover, the physical quality of housing is of interest to some who believe that rundown housing will reduce their property values and to those who must live in poor dwellings. Finally, some families are concerned about housing because they really can't afford what they live in or can't afford to move into more spacious housing.

The Housing Element for the City of Orange has been prepared as a result of an increased awareness of these concerns and of the importance of planning for housing and the maintenance of housing. It is also a response to legal requirements that housing plans and policies be made a part of our overall General Plan program.

The Housing Element is, first of all, an organizing and synthesizing document which will help us to more clearly identify what we are doing in the area of housing. The document is also a guide to be used in formulating specific action programs with new housing and the improvement of the existing housing stock. Hopefully, the Element will serve to better inform residents, property owners, Councilmen, Planning Commissioners and the city staff of both the nature of our housing problems and the solutions that are available and appropriate.

The law and the guidelines for preparation of the Housing Element, as prepared by the State Department of Housing and Community Development, indicate that three broad areas should be covered. These include 1) characteristics of the new housing supply, 2) improvements to the existing housing stock, and 3) meeting the housing needs of all economic segments of the community. The Housing Element for the City of Orange has been prepared in such a way as to comply with the law and guidelines. In addition, this document attempts to fulfill the following purposes:

- To provide an opportunity for the City's central governing body, the City Council, to decide upon and establish a unified, coordinated and realistic short and long-range course of action to deal with community housing concerns.
- To provide a focus of attention for the efforts of the community insofar as they are related to "housing", including the City Council, Planning Commission, the City staff, and additional groups and organizations within the community.
- To provide a means for the continued enhancement of the quality of life for all residents, current and future, in the community of Orange.
- To reinforce current goals and policies as they are reflected in other elements of the General Plan.

To be effective, the Housing Element, once adopted, must be used continuously. It can be used as a framework for the evaluation of specific projects as they are submitted to the City. The Housing Element is also a means of conveying City policies to the private sector and to City staff. In addition, the Housing Element can be used as a guide for action by the City in terms of initiating programs and committing funds to specific activities.

B. EARLY ORANGE

The City of Orange, one of the older settlements in Orange County, is located within the original boundaries of the historic Rancho Santiago de Santa Ana. In 1871, two Los Angeles attorneys, Alfred B. Chapman and Andrew Glassell laid out a community later to be known as Orange. This site contained a total of 640 acres (one square mile) surveys for farm lots. A parcel of land was reserved in the center of town for a civic plaza which is still our most historic landmark today.

Early Orange was heavily oriented toward agriculture, with grapes and later citrus and avocados as principal crops. Consequently, numerous large and small ranches existed in and around Orange. A few of these ranches are still in agricultural production today.

Many smaller settlements were founded on the outskirts of the original community. These include El Modena, McPherson, Olive and St. James.

These unique settlements have since been assimilated into the community life of Orange, however, strong feelings of separate identity still exist in the El Modena and Olive districts.

Today, after a marked population surge in the late 1950's and early 1960's Orange can no longer be considered an agricultural community though a few orange groves may still be found. Modern Orange is a growing, well balanced community, noted for its above average living environment.

The community of Orange lies in an area which includes an expansive coastal plain surrounded on the north and east by scenic rolling hills and canyon areas. Historical urban development trends have absorbed some 8,000 out of a total of 24,000 acres within the planning area, however, relatively little development has occurred in the eastern, hilly portion of this area.

Two major watercourses flow through Orange - the Santa Ana River generally forms the western boundary of the community while the smaller Santiago Creek cuts diagonally through the City, following in a north-east to south-west direction. This is the setting in which we must plan.

C. PLANNING AREA BOUNDARY

The Planning Area for the General Plan, including all of its combined Elements as required by State law, consists of thirty-eight square miles or approximately 24,000 acres as shown on Map A. This planning area consists of all the land within the existing incorporated boundaries of the City, those "county island" areas surrounded by the City, and a large portion of the land to the east which was included within the adopted Sphere of Influence for the City of Orange as approved by the County Local Agency Formation Commission.

In establishing the boundaries for the planning area major physical features including drainage areas, topography, circulation routes and logical service areas were used as criteria.

The westerly portion of the planning area consists largely of residences, shopping areas, industrial areas, schools, churches, parks, streets and all the other types of land uses which combine to make up the urban fabric of the community. The easterly portion of the planning area is still relatively undeveloped and it provides special opportunities for us to take advantage of its open character because of its varying topography and because of the regional recreational emphasis that has been placed upon the area. Generally, the planning area is bounded on the north by the southerly ridgeline of the Peralta Hills, on the east by the major ridgeline running in a north-south direction west of Santiago Reservoir, on the south by the extension of Fairhaven Avenue and the Garden Grove Freeway, and on the west by the Santa Ana River, however, a small portion of the planning area extends southwesterly of the Santa Ana River.

The Orange Sphere of Influence, as approved by the Orange County Local Agency Formation Commission, includes all of the land within this planning area as well as additional land which will ultimately be within the City and for which Orange feels an explicit responsibility and concern because of its geographical, physical, political and socio-economic relationship to the present City.



legend

planning area boundary

planning boundary



0 1000 2000 3000

department of planning and development services

map A

city of orange general plan housing element

D. HISTORICAL GROWTH AND THE FUTURE

The Federal census perhaps gives us the best overall view of Orange's population in the historical sense and as it exists today. In 1950, just twenty-seven years ago, Orange had a population of 10,027 persons and a total of 3,778 dwelling units. In 1960 the population had increased to 26,444 persons living in 9,378 dwelling units and by 1970 our population had reached 77,374 persons living in 23,864 homes which provided a wide range of life styles. The 1977 population estimate for the City of Orange is 83,900 residents living in 28,484 homes.

When the City of Orange was incorporated in 1888 the official area of the community was 3.1 square miles and during the next 68 years this area increased to only 3.8 square miles. However, since that time in 1950, the community has grown to become one of the major cities in Orange County and now encompasses approximately 19.5 square miles.

This phenomenal growth during the last twenty seven-years or so has provided tremendous benefits for the community in an economic sense and has raised our standard of living considerably. In the early 1970's however, a marked change in the public's attitude toward growth and the costs and benefits associated with such urban growth and development became apparent. We, as a nation, have now begun to evaluate more carefully those choices and land use options that we do have so that more effective decisions can be made in guiding and influencing the future growth and development of our communities.

The City of Orange has approved a policy statement on growth which anticipates a 1985 population of approximately 108,000 persons in the community. Many things are implicit in this plan for growth, but one of the most significant aspects of the discussion that led to the approval of this policy was the obvious concern and determination on the part of the City Council to provide for a quality environment for all of the citizens in the future.

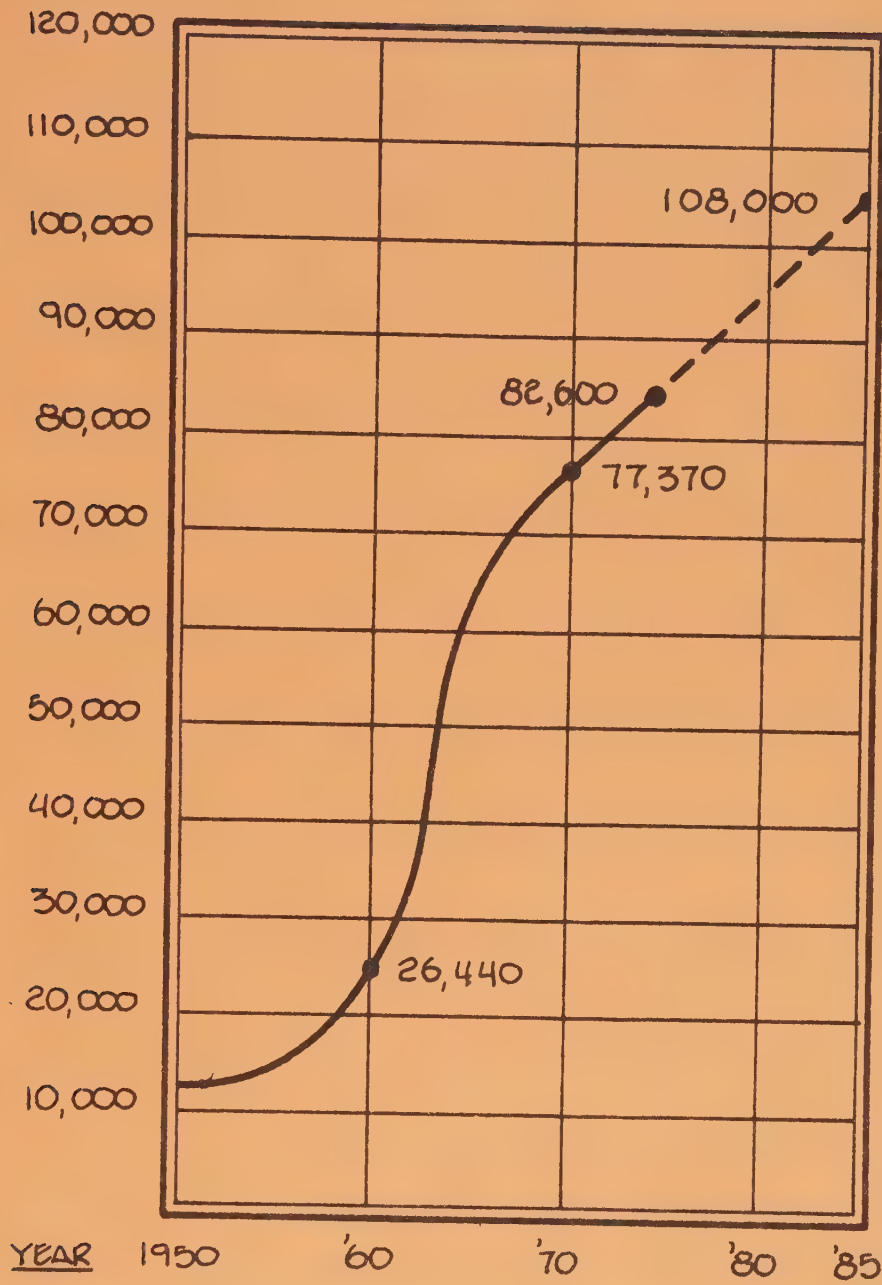
Orange has recognized that no growth is simply not a viable option. The willingness of the community to plan for more growth is not based simply on the principles of demography or on the fact that we must provide housing for the people who are already here and those whose birth is foreseeable.

There is also an ideal involved which respects the right of free choice for people to search for a better job, or a better house, or an improved way of living and living conditions. Personal mobility is a way of life and efforts to divert growth to other areas and thus restrict this mobility will, over a period of time, have little success. The urban community is a fact of life but high density living is not the only alternative left to Orange. Even with low densities in many areas of the City, utilities and services can be econocally provided and a substantial amount of open space can be preserved.

CHART I

POPULATION GROWTH

POPULATION



II. SUMMARY

The contents of the Housing Element are organized in accordance with the major factors included in the State Housing Element Guidelines. This document contains separate sections on the following factors:

Housing Needs, Problems, Obstacles and Constraints

This section summarizes the results of research and analysis on the nature and scope of the Orange Planning area's housing needs, problems, obstacles and constraints.

Statement On Housing Goals and Policies

This section contains a listing of goals and policies for the Housing Element, classified according to three areas of concern: 1) Adequate Sites for New Housing, 2) Existing Housing Stock and Neighborhoods, 3) Housing Needs of All Economic Segments.

Housing Program

This section describes how the goals and policies of the Housing Element can be achieved through available and potential methods, resources, and techniques.

Review and Update Process

This section describes a process for periodically re-evaluating housing priorities, reviewing the progress of established programs, and developing new strategies to respond to newly identified needs and problems.

Relationship of the Housing Element to Other General Plan Elements

This section describes the relationship that exists between the Housing Element and 1) other General Plan elements, 2) current City position statements relating to housing in the community.

III. NEEDS, PROBLEMS, OBSTACLES AND CONSTRAINTS

This section summarizes the results of research and analysis on the nature and scope of the Orange planning area's housing needs, problems, obstacles and constraints.

The results of the research and analysis phase are organized according to three areas of concern incorporated in the State housing element law, as described earlier. The evaluation of the data collected in terms of what it indicated about housing conditions in the Orange planning area was based on three criteria. The first criterion

related to the meaning, intent and purpose of the State law and guidelines. The second criterion related to current City "position statements" (i.e., goals, objectives, policies, guidelines) which have a bearing on housing in the planning area. The third criterion related to user or community housing needs.

For each major area of concern, the following is covered in this section:

- A brief description of the meaning, intent and purpose of the housing element law and guidelines.
- A brief explanation of housing needs.
- A summary of problems, obstacles, and constraints.

A. Provision of Adequate Sites for New Housing

1. State Law and Guidelines

Because the State law speaks to the improvement of existing housing, the phrase "standards and plans for adequate housing sites" can be interpreted as referring to the building of new housing on vacant sites suitable for residential development. This part of the law is concerned with cities and counties developing a course of action for the production of new housing, particularly the overall number, type, and location of new housing to be permitted in the community. Thus, this phrase refers to the total numerical production of new housing on vacant sites distributed among various housing types located in various parts of the City and remaining portions of the planning area.

2. Needs: Additions to the Housing Supply Necessary to Meet the Demand for New Housing at a Moderately Paced Development Rate

The need for new housing on vacant land will be primarily the result of a net growth in the number of households. Each group of persons who require shelter (i.e., a household) have a need for one dwelling unit. The positive change in the number of households largely determines the additional number of new dwelling units that will be needed. This does not imply, however, that new households in Orange always will occupy the new housing that is built.

A net growth in households will be caused by the three factors described below:

- The number of households out of the existing population who decide to stay in their present home or move to another within Orange. Because some households undoubtedly will move outside the planning area, the future number of households from the current household population will be less than what exists today. This, then, reduces growth in households. However, the fewer the number of households who move outside the planning area, the greater will be the net household growth.

- New households which are formed from the present population who have a demand for housing within the planning area. Each age group now living in the City forms households at differing rates. Thus, the demand for additional housing will be due to the planning area's age distribution and prevailing rates (by age) of household formation in addition to the desire or ability to live in Orange.
- The largest contributor to a change in the number of households will be from households residing outside Orange who express a demand for housing in the planning area. The extent to which this demand will be met will depend on the supply characteristics existing in the future within the City of Orange and its environs.

It should be noted, however, that the size of the new stock will always exceed the number of households by the number of dwellings left vacant during any single period of time. In addition, the City's Land Use Element indicates that residential growth should occur at a moderate rate.

3. Identification of Problems

The problems resulting from the supply of new housing on vacant sites are of two types. The first concerns the consumer/user and are caused by too few dwellings. The second concerns the community and are caused by too many units. In the discussion that follows it is assumed that the location of new housing will not be a problem if it is accomplished within the policy framework set in the Land Use and other Elements of the General Plan.

-- Overcrowding, Doubling-Up, and Households Without Shelter

There is no way to state with a high degree of certainty that the provision of a new supply of housing will be sufficient or insufficient in the future. However, if the housing supply were insufficient periodically in the decades ahead, a class of problems would emerge.

An acute local housing shortage would result in overcrowding, doubling-up, and some households without shelter.

The problem of overcrowding occurs when there is insufficient space for the number of persons living in the dwelling. This condition is usually measured on the basis of households having 1.01 or more persons per room, although it is sometimes calculated on the basis of households with 1.51 or more persons per room. At the time of the 1970 Census, the City of Orange has 981 households with 1.01 to 1.50 persons per room and another 214 households with 1.51 or more persons per room. These two groups total 1,195 households or 5.2 percent of households living in the City of Orange at that time. This problem does not always mean that the stock is numerically deficient by the number of households living in overcrowded conditions. In many cases the problem could be "solved" through a re-allocation of existing units (e.g., smaller households living in large dwellings moving to smaller units).

The problem of doubling-up is experienced when more than one family is required to reside in one housing unit. When this condition can be calculated, it is a clear indicator of two things; the number of families (or other social groups) who can't meet their needs for "separate shelter", and the numerical deficiency in the supply of housing.

Finally, a critical shortage of housing can create a situation in which some households are without housing, even if only temporarily. However, this condition may be due less to the size of the housing stock and the types contained within it than to the capacity of the households to afford the asking price or rent of the available dwellings. Thus, even if the number of dwellings is adequate, some families, because their incomes are not high enough, may be without shelter, at least temporarily, or forced to live in overcrowded and doubled-up conditions.

Hence, comparatively speaking, the problems created by the features of the new housing supply in the long-run may be greater in terms of how they affect the community at large.

4. Identification of Obstacles

This section summarizes obstacles (i.e. impediments) to the satisfaction of housing needs (user and community) and the solution of current and potential problems relating to the production of new housing.

-- Consumer Preferences and Attitudes

The various types and locations of new housing, as planned for in the Land Use Element, will be desired by those households who have a preference for that housing and the "effective demand" to acquire it. From time to time in the future, consumer preferences and attitudes may generate a strong demand for housing of different types and at different locations from that provided in the Land Use Element.

-- Residential Development Pressures

The private housing market is subject to a myraid of development pressures. These residential development pressures will prevail in the future and may very well impede the achievement of user and community housing needs.

5. Identification of Constraints

Constraints are those factors which are fixed or given, at least in the short-run. Prevailing constraints establish the parameters within which the City of Orange can institute a course of action to deal with influencing the production of housing.

-- Enabling Legislation at the State Level

Through its General Plan and zoning ordinance, the City of Orange can regulate the type and location of new housing production. Numerically speaking, however, the degree to which the City of Orange can control housing production is unclear at the present time. State law does not provide a conclusive answer to this issue. It appears that if the City can prove that a crisis exists relative to the delivery of necessary services and facilities, the potential for controlling the tempo and sequence of development is enhanced through the use of phased-growth strategies. But it is unclear whether the strategies can be used to avoid a crisis in the future.

In any event, how the City chooses to influence the amount and rate of residential development will need to be accomplished within the constraints imposed by State law.

-- Lack of Influence or Control of Nearby City Growth-Inducing Actions

The City of Orange and its environs does not constitute a single market area. It is part of a larger regional market area. Within this larger entity, various municipal governments can permit residential construction. In the absence of area-wide or city-to-city cooperative housing plans and programs, the City of Orange does not have a high degree of influence or control on the growth-inducing actions of nearby cities, even though some of these actions do affect the Orange community.

B. Improvements to the Existing Housing Supply

1. State Law and Guidelines

The current State law indicates that housing elements must include "... standards and plans for the improvement of housing."

This phrase relates to the existing stock of housing in the City of Orange. The State law is concerned with local government's developing a course of action for improving the quality of the existing housing supply and retarding the deterioration of older housing. But in many cases the quality of a neighborhood is as important as the quality of an individual dwelling unit. This is recognized in the national housing goal which states that every American family should reside in a decent home and suitable living environment. Consequently, the "improvement of housing" phrase refers to the quality of existing housing units and of the neighborhoods within which they are located.

2. Needs: Standard Shelter in Suitable Neighborhoods

Shelter is perhaps the most basic need that housing provides. However, the public sector has recognized for many years that housing must provide more than just protection from the elements. Most cities prevent the construction of poor quality housing and assure that the existing supply is decent, safe, and sanitary. The City of Orange, through its adoption of building and housing codes, has accepted this responsibility.

Standard shelter is a need for both the user and the community. Good quality housing can reduce the likelihood that families will be forced to live under stressful conditions and be subject to a poor health environment. For example, stressful conditions can be created when families must live without adequate plumbing facilities.

When households acquire a dwelling they also obtain a neighborhood. To most households, the characteristics and features of a neighborhood are important factors in creating a suitable living environment.

Some of these features and characteristics include: schools, parks and open space, neighbors, police and fire protection, refuse collection, housing types and uses compatible to the individual dwelling. The community is also concerned about housing and neighborhood quality. Rundown housing and areas, of course, create a poor community appearance and affect adjacent property owners.

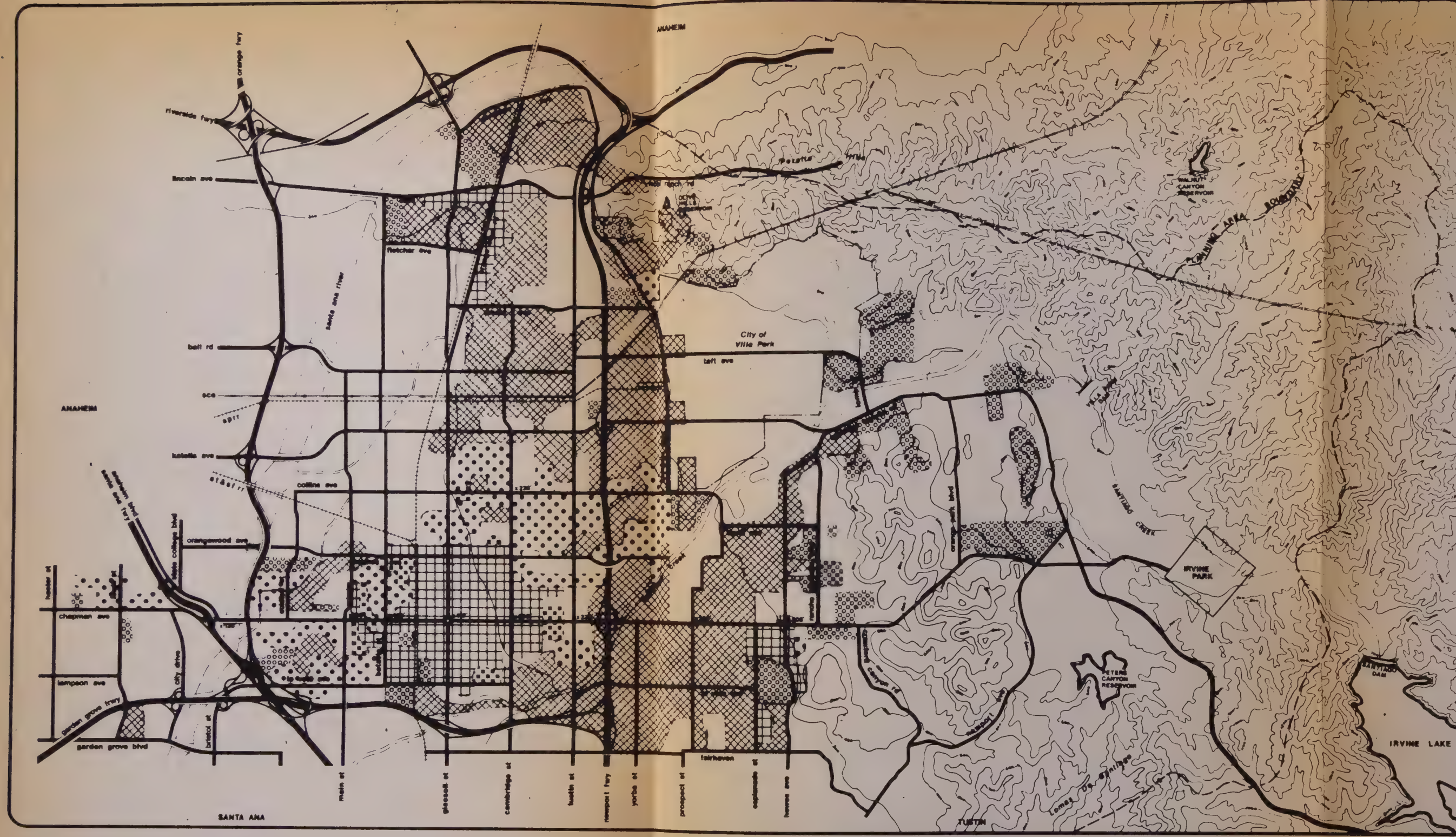
3. Identification of Problems

-- Substandard Housing and Potentially Deteriorating Housing

There is no one uniform set of standards for measuring substandard housing. The Housing Code, U.S. Bureau of Census and the Environmental Health Division of the Orange County Health Department all have different standards. In terms of estimating the extent of substandard or deteriorating housing, it is, therefore, necessary to use indirect indicators.

As part of the 1976 special census, the City of Orange conducted a visual survey of exterior housing conditions. According to the survey, the vast majority of homes in the planning area are of very good quality. This is attributed to the fact that the housing stock is relatively young, most of which has been constructed since 1960. Only 627 dwelling units, or 2% of the total housing stock, were considered substandard, and most were deemed suitable for rehabilitation.

Approximately 3,500 dwelling units in the planning area are 25 years old or more. As shown on Map B, most of these homes are situated in and around the original townsite and the El Modena area. By the last decade of this century, these homes will be nearing or at the end of their "useable" life span, generally considered to be 55 years. It is this segment of the housing stock that could become deteriorated if no preventive action is taken in the meantime.



legend



pre 1940



1941 to 1950



1951 to 1960



1961 to 1970



1971 to present

city of orange general plan

**housing
element**

**general age
of housing**

map B



0 1000 2000 3000

department of
planning and
development services

4. Identification of Obstacles

This section summarizes some obstacles to the development of City actions directed at improvements to the existing stock and neighborhoods. The following set of obstacles cause impediments to housing improvement actions. However, over time activities can be undertaken to reduce the scope of these obstacles.

-- Costs in Relationship to Income

One obstacle to the improvement of housing is the income of the occupants in relationship to the costs of modernization. The income of the occupants may be insufficient to encourage the replacement or the rehabilitation of a dwelling. However, the income limitations can only be assessed in relationship to the costs of rehabilitation. The cost of rehabilitation will depend not only on the requirements of code compliance but also on the additional repairs which may be necessary or desirable in order to successfully sell or rent the unit.

-- Incentives for Property Improvement

The lack of incentives for property improvement are another obstacle to improving housing and neighborhood quality. Improvements add value to a unit and this is reflected in property assessments. Also, improvements in many cases cause an increase in the rent of multi-family units. If the property owner cannot obtain the higher rent from current tenants or attract new ones who can afford the rent, he may be discouraged from improving his residential properties. Housing investors are interested in the profitability of dwelling improvements. If the profit is lacking, incentives also will be lacking.

5. Identification of Constraints

City actions to improve housing units and neighborhood areas will be constrained by a variety of factors. This section summarizes factors that will affect the range of City actions that can be executed in this area of concern.

Limited Availability of State and Federal Resources

Upon adoption of the Housing and Community Development Act of 1974, a new funding source became available to cities for combating a wide range of urban problems, among them being rehabilitation of the current housing stock. These community development funds are limited, however, and are usually distributed among a number of projects. Therefore, it is not conceivable that all housing needing rehabilitation can be repaired with this outside assistance. Rather, the intent of the Act is to stimulate housing rehabilitation by assisting those who can least afford it with the hope of encouraging others to do it on their own.

-- Private Financing

The level and conditions for private financing are an additional constraint within which City actions will need to be developed. The availability of such financing can fluctuate from time-to-time because of Federal fiscal and monetary policies. In addition, the flow of private capital is traditionally directed to support new construction demand rather than the existing stock of dwellings.

-- Restrictions on Housing Code Enforcement

The Housing Code, which deals within minimum standards for existing housing, contains specific procedures for the alleviation of the sub-standard conditions of dwellings after they have been detected by a building inspector. The Housing Code, for example, can require demolition of a unit by a specified date, the elimination of defects by the owner, vacating of a dwelling until it meets code requirements.

These procedures, set in motion, can create hardships for property owners and occupants. Consequently, strict enforcement of the code, in the absence of ameliorating measures, can create new problems.

C. Adequate Provision for the Housing Needs of All Economic Segments

1. State Law and Guidelines

This is the most complex phrase contained in the State law. Definitions of the key terms -- "adequate provision", "housing needs," and "economic segments" are given below.

"Adequate provision" does not mean that the City of Orange, as a governmental entity, must actually provide the needed housing. Rather, the phrase is concerned with the City developing a course of action which would combine the endeavors of the private sector and Federal, State, or local housing programs for the purpose of providing an adequate housing supply for all income groups. In addition, adequate provision does not mean that housing needs must be satisfied only through the construction of new housing. The entire inventory, both new and existing housing, can be used to satisfy housing needs.

"Housing needs" refers to the needs expressed by the users of housing. Among these needs are included: decent, safe and sanitary (standard) shelter; separate shelter -- that is, not shared with another household; a dwelling of adequate size and with enough space; reasonable housing expenditures; and residential mobility and opportunities for a choice of housing. All households have these types of housing needs. Economic status and preferences will affect the housing acquired, however.

"Economic segments" refers to the City's population, classified by income and demographic characteristics. For example, Orange's population can be divided into groups based on household type, age of household head, household size, tenure and income.

2. Needs: User Requirements

Although households do express a demand for a dwelling and for the neighborhood in which that dwelling is located, it is useful to distinguish those needs which the user requires and which housing is to provide. The following is a list of user needs, some of which have been mentioned before.

-- Standard Shelter

Shelter is perhaps the most basic need that housing provides. But this shelter should be decent, safe and sanitary. The national goal is for every family to live in decent housing.

-- Separate Shelter

Because separate shelter provides privacy, it is a very essential need. Almost every country has norms concerning the social groupings that should live under the same roof. In this country, one dwelling for one family is the norm. However, a certain amount of home-sharing does occur even on a voluntary basis.

-- Adequate Size and Space

Just as a family can not live properly without certain facilities such as hot water, its living patterns are also hampered if there is neither enough space or if it is poorly arranged. A dwelling's adequacy with respect to size or space is usually related to the number of persons living in it. Sufficient is a basic housing need and it is a dominant reason why families move from one home or apartment to another.

-- Reasonable Housing Expenditures

Because of the necessity to allocate household income on other consumption items, households are restricted in the amount they can spend on housing. Every household faces a decision on how much they can reasonably spend on housing. Sometimes households allocate more on housing than seems reasonable, although this can be a forced circumstance or done voluntarily. The latter is often based on the fact that current income is not always permanent income because increases in income are anticipated by the household.

-- Residential Mobility and Housing Choice

Households also require the ability to move geographically which often also means in terms of economic status. Frequently, owing to a lack of local housing diversity, households who are mobile must move to another community. Households also need a choice of housing, particularly in terms of building types and locations, within their capacity to pay.

3. Identification of Housing Problems

One of the primary reasons for the enactment of the Housing Element Law was the needs of those economic segments generally considered as having poverty, low and moderate incomes. Therefore, this part of the element emphasizes the unmet needs or problems of these economic segments.

Number and Types of Lower Income Households

The SCAG Regional Housing Allocation Model uses the HUD definition of lower income as households whose income is less than 80% of the area median. The median income in Orange at the time of the 1976 Special Census was \$14,315; lower income households would then be those earning \$11,450 or less. Based on this definition, approximately 4700 households residing in Orange are of lower income. The Housing Assistance Plan for the 1977-78 Housing and Community Development Block Grant Program estimates an additional 1400 lower income households to reside in Orange in the next three years, bringing the total number to approximately 6100 by 1981. This number represents approximately 20% of the total households in Orange, and constitutes that portion of the household population who would experience the most difficulty in meeting their housing needs. The type of lower income households found in Orange, beginning with the most prevalent, are as follows:

- small family (4 or less) renter households
- small family owner households
- elderly and/or handicapped renter households
- large family (5 or more) owner households
- elderly and/or handicapped owner households
- large family renter households

An accurate forecast of future needs for various groups is difficult, if not impossible, to accomplish. By way of illustration, however, a forecast can be made of the future age distribution of households who would be formed from the City's population if they all remain in the community. For example, an estimated 7,300 households with a head 25 to 34 years of age could be expected by 1980 from the population existing in 1970 that was between 14 and 24 years of age. This would be about 2,100 more households in this age group than exist now. Generally speaking, it is households in this age group who have younger children, need additional space, and seek to purchase their first home. In addition, because of the large population that is between 45 and 64 years of age, it can be anticipated that household population 65 and over will more than double over the present number by 1990. This age group often is on fixed incomes and faces serious housing problems.

Overpaying Renter Households

Although homeowners have difficulties relative to housing costs, this problem is easiest to determine for renters because of available data. About 35% of the household population in Orange consists of families who are renting. The median income of renters, according to the 1976 Special Census, was \$9,886. This group of households sometimes not only lacks a choice of housing and residential mobility, but also is subject to the problem of overpaying.

Based on the criteria of 25% of monthly income, about 25% of the renter households would be considered to be overpaying at the time of the 1976 Special Census. The problem of overpaying appears to be the most severe among those households that have annual incomes below \$8,000. For example, of all the households who were allocating more than 25% of monthly income on rent, 90% had annual incomes of less than \$8,000.

Housing Status of the Elderly

In 1976 there were an estimated 3,780 households with a head 65 years of age or over residing in Orange. This amounted to 14% of all households in the city. Of the households in this age group 34% had annual incomes below the area median. In addition, the elderly constituted 20% of all households having yearly incomes below \$11,450. The elderly, then, is an economic segment facing severe problems.

4. Identification of Obstacles

This section describes two obstacles to the endeavors of both the public and private sectors in satisfying the housing needs of all households, particularly those having poverty, low and moderate income. Although these obstacles can be partially mitigated, they will pose continuing impediments to the complete solution of existing problems.

-- Income Generation

An obvious obstacle to lower income households being able to meet their needs relates to income generation -- that is, the purchasing power for housing and other necessary items that particular levels of income give. In today's economy, this does not refer only to home purchasing or rent paying capacities.

It is true that the lack of enough income acts as a barrier to those who need to change their place of residence in order to meet their requirements as well as those who want to change their tenure from renting to home ownership.

For example, the average annual income of renter households in Orange is about \$9,900. This income is not enough to buy even the lowest priced new housing supply in today's market. This situation is aggravated further in periods of high inflation; for example, rising

costs of living and interest rates. The escalating costs of living currently in process continually diminish the income generation power that lower income households have in general and of fixed-income households in particular.

-- Price Distribution of New Housing

Research indicates that the price distribution of new housing also impedes the ability of many lower income households living in Orange from meeting their perceived needs. It can be expected that as the average value of new housing rises, fewer high income households from Orange will be attracted to these units and more will move from outside the City. Higher income families currently living in Orange will not be highly motivated to move to the newer units built in the City for two reasons. First, the locational pull will be limited since these high income families already live in the planning area. Second, for newer dwellings and currently occupied units of the same value there will be very little variation in overall quality. The quality of existing housing valued at \$60,000 cannot be duplicated for the same price at today's costs.

5. Identification of Constraints

In the short run, the actions that the City of Orange can initiate toward fulfilling the housing needs of all economic segments is somewhat restricted due to the characteristics of available residential land and as a result of limiting factors in State and Federally assisted housing programs.

-- Land Availability

At the present time there is an estimated 1,150 acres of undeveloped land in the planning area that are to be used for housing. Most of this acreage is located in the eastern portion of the planning area. About 67% of the remaining undeveloped land is to be directed to low density housing.

It can be anticipated that much of this remaining undeveloped land will have higher cost housing built on it, owing to prevailing land values and construction costs. The amount of land on which lower priced (relatively speaking) homes or apartments could be built is limited. While approximately 33% of the remaining undeveloped land for residential use is designated for medium and high density housing, it is assumed that a relatively small amount of these units will be available to lower income households without subsidies.

-- Limiting Factors In State and Federally Assisted Housing Programs

As previously stated, federal and state housing programs are an asset to localities trying to provide a high quality living environment for its citizens. The utilization of these programs is constrained, however, to the extent that they cannot realistically be expected to alleviate the problems faced by all lower income households seeking to satisfy their housing needs. History tends to show that such programs should not be viewed as a panacea for all our urban ills, but rather as a means to focus concern, direction, and action onto a broad front of activities affecting the various groups and interests that comprise the community.

IV. HOUSING GOALS AND POLICIES

The Housing Element can be a dynamic instrument if it is used continuously as a framework to evaluate specific projects and the day-to-day activities of the City. In order to establish this framework, it is necessary to set goals and policies. Definitions of these two terms are:

Goals -- the ideal directions or conditions which are sought by the community. Goals provide a framework for determining the actions of the public sector and for evaluating the conditions created by the private sector.

Policies-- the type and level of City commitment to achieve these goals. Housing goals may be agreed upon, but the level of commitment to achieve these goals can vary.

The State of California has suggested that local communities develop their own housing goals by expanding upon those proposed by the State and including those of local concern and having local impact. The following are the goals identified in the State guidelines:

- To promote and ensure the provision of adequate housing for all persons, regardless of income, age, race or ethnic background.
- To promote and ensure the provision of housing selection by location, type, price, and tenure.
- To promote and ensure open and free choice of housing for all.
- To act as a guide for municipal decisions and how these decisions affect the quality of the housing stock and inventory.

The following pages contain a listing of the goals and policies of the Housing Element. They are classified according to the three areas of concern included in the State law and to the housing characteristics with which each of these areas of concern must deal.

A. Adequate Sites for New Housing

1. Number

Goal: A supply of new housing units on vacant land consistent with the moderate population growth policy of the City.

Policy: To actively influence through practical methods and techniques the number and rate of new housing units built so that development is as consistent as possible with the growth policies of the City.

2. Type

Goal: A variety of housing types among the new units that are added to the supply compatible with the characteristics of and environmental constraints imposed by vacant sites.

Policy: To encourage that new development consist of a diversity of housing types and that each residential density classification have a variety of housing types built within the allowable range.

3. Location

Goal: Development of new dwellings on sites which are suitable for housing and which effectively utilize or will be served by community services and facilities.

Policy: To actively encourage the development of new housing in proper locations through available methods and techniques including inter-governmental coordination.

B. Existing Housing Stock and Neighborhoods

1. Existing Housing Stock

Goal: Improvements to the existing housing supply in order to create a stock that is absent of substandard dwellings and adequately maintained.

Policy: To actively encourage and seek voluntary participation on the part of property owners in the removal and replacement of substandard dwellings, the rehabilitation of the existing stock, and the maintenance of the current supply of housing.

2. Existing Neighborhoods

Goal: Conservation of the housing supply and the enhancement of the living conditions in existing neighborhoods in the planning area.

Policy: Foster housing planning and improvements at the neighborhood level including the maximum amount of citizen participation and involvement.

C. Housing Needs of All Economic Segments

Goal: Satisfaction of the housing needs of households residing in Orange through the resources of the existing and new housing supply.

Policy: Influence the utilization of the existing stock and the distribution of new housing so that opportunities are provided for satisfying the housing needs of all households living in Orange.

2. Economic Segements

Goal: A sufficient supply of housing at affordable costs and at suitable locations, for low and moderate income households.

Policy: Encourage and assist, when necessary, in the development of new housing or use of existing housing for individuals and families having low and moderate incomes.

V. HOUSING PROGRAM

The Housing Program describes how the goals and policies of the Housing Element can be achieved through available and potential methods, resources, and techniques. The program describes ways and means in which housing needs can be satisfied, housing obstacles eliminated, and constraints affecting housing needs altered.

A. Housing Growth and Production

1. Location

The production of new housing will continue to play an important part in the creation of a high quality of life for all the residents of Orange. The location of new housing on vacant land will follow the pattern and intensity depicted on the Land Use Element, but it should also adhere to the following objectives:

- Achieve the development of new housing in locations which are consistent with the plans and programs governing the tempo and sequence of housing growth and production.
- Construction of new housing on vacant parcels in existing neighborhoods which is as compatible as possible with the characteristics and needs of those locations.

2. Number

Housing production targets consistent with the moderate growth policy adopted by the City a few years ago indicates that new housing construction should be set on the basis of the middle range for the estate, low and medium density classification, and approximately 20 units/acre for the high density classification for most areas of the City. The adopted Orange Park Acres and East Orange Area Plans, which are a refinement of the Land Use Element, generally follow this moderate growth policy also.

TABLE I
HOUSING PRODUCTION TARGETS
ON VACANT RESIDENTIAL LAND*

<u>Density Classification</u>	<u>Vacant Land in acres</u>	<u>Density Targets (DU/AC)</u>	<u>Production Targets</u>
Estate Low Density 0-2 DU/AC	195	1.6	312
Low Density 2-6 DU/AC	840	3.2	2,716
Medium Density 6-15 DU/AC	81	10.3	832
High Density 15-24 DU/AC	34	20	680
Total	1,150		4,540 units

*These targets reflect the residential classifications currently depicted in the Land Use Element. As agriculturally designated areas to the north and east transition to more urban uses, these figures will need to be revised.

The purpose of these targets is to establish a quantitative estimate of the maximum number of dwellings that should be constructed on all vacant land and for land in various density classifications. The housing production targets are a refinement of the residential section of the Land Use Element. They should be viewed as a way of guiding and evaluating future development. However, the suggested targets may not necessarily apply to each and every parcel. Owing to particular site characteristics, for example, a parcel perhaps should not be built to the maximum of the density target. In other cases, the opposite may be true.

3. Type

Housing density is not the same as housing type. However, certain densities are highly correlated to certain housing types. The estate density is essentially for single family detached units on large lots. The low density category is best typified by the conventional single family residential areas that presently exist in the City. Medium density housing may include duplexes, apartments, townhouses, or mobile homes. High density housing generally includes apartments, although the lower limits of the density range could very well permit townhomes for prospective home owners.

The following table indicates the percentage distribution of new housing types among the four density classifications:

TABLE II
TARGETS FOR HOUSING TYPES ON
VACANT RESIDENTIAL LAND

<u>Density Classification</u>	<u>Percentage Distribution of New Housing</u>	<u>Potential Type of Housing</u>
Estate Low Density 0-2 DU/AC	7	Single family detached on large lots
Low Density 2-6 DU/AC	60	Single family detached on large lots; conventional single family detached on typical lots; PUD attached housing for home owners
Medium Density 6-15 DU/AC	18	Duplexes, low rise apartments, townhouses, mobile homes
High Density 15-24 DU/AC	15	Low rise apartments, townhouses, high rise apartments

The information contained above in Table II on housing types can be divided into two categories: less and more than six units/acre. Densities at less than six units/acre are to absorb approximately 67% of all new housing; the remaining 33% is devoted to housing at a density of six units or more per acre.

B. Housing and Neighborhood Improvements

This section describes the various programs that are and will be utilized to improve the quality of the existing housing stock and neighborhoods.

1. Comprehensive Planning Assistance ("701")

Section 701 of the Housing Act of 1954, as amended by the Housing and Community Development Act of 1974, authorizes comprehensive planning assistance to State, areawide and local public agencies for the purpose of preparing plans and strategies to solve a wide spectrum of planning problems. These funds, however, cannot be utilized for actual implementation activities. Beginning in 1974, a three year Comprehensive Neighborhood Improvements and Services Program study was undertaken with "701" funds in the El Modena/Cypress Street communities of the planning area. The purpose of the study was to identify neighborhood needs in terms of physical, social and economic considerations, and to develop a course of action to alleviate those needs and enhance the total living environment in these two target areas.

The final report, submitted to the City Council in August of 1976, included a number of recommended programs relating to physical, social and economic improvements. Of prime importance to the Housing Element, however, were those recommendations outlined below:

- Focused public improvement programs
- Housing rehabilitation programs
- Employment of a housing officer to facilitate communication and action between the private and public sectors
- On the job training for lower income persons, coupled with the housing rehabilitation program

Specific implementation programs aimed at addressing the above recommendations are discussed under the Housing and Community Development section.

2. Housing and Community Development

The Housing and Community Development Act of 1974 significantly altered the Federal Government's involvement in a wide range of housing and community development activities. The act consolidated a number of existing categorical programs into a new single program of community development block grants. The primary objective of the Act is the development of viable urban communities by providing decent housing in a suitable living environment and expanding economic opportunities principally for low and moderate income persons. This objective is to be achieved through the implementation of programs aimed at eliminating blight and detrimental living conditions, conserving housing and expanding housing opportunities, increasing public services, improving use of land and preserving property with special values. The initial HCD entitlement was for a period of three years (1975-1978); however, recently adopted Federal legislation has extended the entitlement for an additional three years.

Project selection is generally left to the discretion of the locality provided the major emphasis is placed on those projects which assist low to moderate income persons. Orange allocated its first year and a portion of the second year entitlement for property acquisitions and construction of a senior citizens community center. The remainder of the second year entitlement was allocated for park development and other community buildings. The third year entitlement, however, is heavily oriented toward housing and neighborhood improvements. The number one priority for the third year is the implementation of a housing rehabilitation program, discussed in further detail below.

Housing Rehabilitation Program

In response to the recommendations contained in the El Modena/Cypress Street Neighborhood Improvements and Services Program, and recognizing that preservation of existing housing and neighborhoods are high statewide priorities, a

housing rehabilitation program was adopted as the number one priority for expenditure of third year HCD funds. Of the total third year entitlement, \$569,000 of the \$858,000 is to be allocated to the program, consisting of three types of assistance:

a. Revolving Loan Fund: \$300,000

This program will be available to lower income home owners who wish to rehabilitate their homes. Three categories of housing rehabilitation work have been established as follows:

1. Health or safety violations, such as rewiring, leaky roofs, inadequate plumbing,
2. Non-health or safety related rehabilitation, such as painting of interior walls, or replacement of excessively worn carpets,
3. Convenience remodeling, such as a room addition where no overcrowding exists, or kitchen enlargement where no health or safety violations can be found.

Loans for any of the above rehabilitation work will be made available through local lending institutions at a reduced interest rate. It is estimated that rehabilitation costs will be approximately \$3,000 - \$5,000 per dwelling unit.

b. Deferred, No Interest Loan Fund: \$150,000

This program will be made available in cases of very low income households. In such cases the homeowner will be given funds for rehabilitation purposes. A lien will be attached to the property and repayment will be necessary either when the property is sold or after 20 years, whichever occurs first.

c. Summer Paint/Pickup/Job Training: \$40,000

This program has been specifically designated to help preserve housing and neighborhoods while at the same time offering summer employment for youths from lower income families. Through the program, exteriors of homes will be painted and cleanup operations undertaken, including demolition of dilapidated structures, removal of rubbish from property, repair of major appliances, and some general yard cleanup. In a cooperative effort with the City, youths will be trained in basic home repair skills through the Orange Unified School District before being assigned to particular work crews. Qualified home owners will enter into an agreement with the City authorizing work as specified by a work order. Crews will then be assigned to the job, supplying materials and labor at no cost to the homeowner.

The above programs are to be monitored by a five-member Housing Rehabilitation Advisory Committee established by the City Council. The committee will serve in an advisory capacity to the City staff on matters relating to the rehabilitation program, and will submit an annual statement to the Council with their comments concerning the effectiveness and success of the program.

The committee will consist of the following five members:

- one member with a background in banking or savings and loan who could advise staff in the area of loan financing, loan processing, financial institution relations, and other matters relating to the financial affairs of the housing rehabilitation program.
- one licensed contractor who has had experience in house remodeling or rehabilitation to provide advice in the areas of rehabilitation costs, bidding, job estimating, contract administration, and other technical aspects.
- three additional members at large who would represent the entire community and assist in the area of relations with citizens and community groups.

C. Housing Needs of All Economic Segments

This section consists of a summary of the ways and means which can be used to meet the housing needs of all economic segments. The needs of lower income households are emphasized in this section. The tools and techniques discussed take into consideration that the production of some new housing for lower income households is possible, but that utilization of the existing housing stock offers the most realistic approach to alleviating housing needs of these households.

1. Section 8 Program

This program can be used to rent standard existing housing, rehabilitated housing, and new housing. The leasing of standard existing housing can consist of both vacant and occupied units. The latter provides excellent opportunities for households to reduce the problem of overpaying without necessarily moving. Thus, housing needs can be fulfilled and neighborhood ties remain intact.

Units qualifying for rent subsidies fall into one of the following three categories, all to be known as "Section 8" housing, which in effect replaces the Section 23 Leased Housing Program.

- a. Existing dwelling units, either attached or unattached, occupied or vacant. Similar to the old Section 23 program, owners desiring to rent a unit may advertise it publicly and with the Orange County Housing Authority. Low income families make their payments to the owner, and the Housing Authority makes payments directly to the owner.

- b. New construction - Agreements may be entered into by a developer and HUD for assistance payments for up to 100% of the dwelling units in any structure upon the application of the owner or prospective buyer. Within the category of projects containing more than fifty units and designed for use primarily by non-elderly and non-handicapped persons, the Secretary may give preference to applications for assistance involving not more than 20% of the dwelling units in a project.
- c. Substantial rehabilitation housing - HUD will enter into agreements with owners who agree to substantially rehabilitate their substandard housing for occupancy by low-income persons.

The third year Housing Assistance Plan for the Housing and Community Development program lists the following numerical goals for Section 8 housing:

TABLE III

SECTION 8 HOUSING GOALS

	<u>First Year Goal</u>			<u>Three Year Goal</u>		
	<u>Elderly</u>	<u>Small Family</u>	<u>Large Family</u>	<u>Elderly</u>	<u>Small Family</u>	<u>Large Family</u>
New Rental Units	200	100	50	200	200	50
Existing Rental Units	176	152	23	280	639	134

2. Section 236 Elderly New Housing Development

As previously discussed, the elderly are an economic segment facing severe housing problems. In part, these problems can be alleviated through the development of new housing designed exclusively for the elderly.

Section 236 of the National Housing Act, as amended in 1968, is intended as a means to provide good quality rental housing for persons of low-moderate income by providing interest reduction payments in order to lower their housing costs. Households eligible for assistance under the program include families, individuals, elderly and handicapped, whose income falls within certain limits as determined locally on a case-by-case basis. During 1977 a 208-unit senior citizens apartment complex was completed in Orange under the 236 program.

Assisted households are required to pay at least 25 percent of their adjusted income toward the monthly rental cost, but not in excess of the unit's fair market rent. The difference between the tenant's ability to pay and the actual rent is then paid to the project owner by HUD. Higher income households may also occupy these rental units, but may not benefit from subsidy payments.

3. California Housing Finance Agency (CHFA)

Attempting to reduce, somewhat, the impact of rising financing costs on the ability of low and moderate income families to rent or buy new or rehabilitated housing, the Legislature created the California Housing Finance Agency (CHFA) in 1975. The CHFA is designed to be a source of long-term, below-market interest rate financing. The Agency's statute directs it to assist in financing of housing that would otherwise not be built, to direct almost a third of its resources to financing housing for low income families, and to promote the rehabilitation of housing in existing but somewhat deteriorated neighborhoods.

While the CHFA has encountered some technical legal problems, it is anticipated that the agency will provide a much needed source of financing for lower income persons to satisfy this particular housing need.

VI. REVIEW AND UPDATE PROCESS

Planning, by its very nature, is a dynamic and continuous process. Periodic review and updating of the Housing Element is therefore essential if the City is to keep pace with the everchanging character and complexion of the community. Priorities should be reevaluated, and a review of adopted policies and programs undertaken to determine if identified needs are being responded to in the best manner possible. New needs and problems should be identified, and strategies developed to deal with them. State and federal programs not previously available should be assessed to determine if they can better respond to existing or newly identified needs than established programs and activities.

The foundation of a good review and updating process lies in the City's ability to collect timely and relevant housing data. The purpose of obtaining such data is twofold. First, such data are necessary to determine the state of housing conditions, particularly as they concern housing problems and needs. In many cases, these conditions are the result of activities in the housing market and related activity such as industrial growth and development. Second, such data are necessary to determine the progress made toward achieving adopted goals and objectives.

The ability of the City to collect timely and efficient housing data should be enhanced by the fact that, beginning in 1980, the Federal Census will be conducted every five years rather than every ten years. Increasingly sophisticated reporting and accounting techniques will make this information available to cities much more quickly than was previously possible. In addition, the Housing Element is closely tied to the Housing and Community Development Block Grant Program. The requirement that a Housing Assistance Plan be prepared and updated annually prior to receiving HUD monies serves as a semi-automatic mechanism for updating the Housing Element as well.

The above data can be further enhanced by the development of a thorough and complete informational system whereby an annual "state of housing" report can be prepared. The suggested types of housing data that should be included in the system are described below.

1. Housing Growth and Production

a. Housing Activity

- Data on the additions to the housing supply such as the number by housing type and location.
- Data on the total inventory of housing as to size, type and location (by neighborhood, if possible).
- Comparative data on new housing in relationship to the existing supply. For example, are single and multiple family dwellings being built in the same proportion as currently exists in the housing stock.
- Comparative data on new housing in relationship to the larger regional market area of which Orange is a part. For example, a determination of the City's share of regional housing construction in terms of both number and type.

b. Goals Achievement

- Assessment of the degree of consistency between new housing construction and the housing growth and production targets as well as the City's population growth policy.
- Assessment of the extent to which the housing plan and program are being effectively executed.

2. Existing Housing and Neighborhoods

a. Housing Activity

- Data on the quality conditions of the housing stock by neighborhoods.
- Data on the kinds and amounts of private improvement and modernization activities as revealed by building permits.
- Data on neighborhood conditions such as vacant units, proportion of homeowners to renters, mixed land uses, and available services and facilities.

b. Goals Achievement

- Assessment of the kinds and amounts of private and public replacement and rehabilitation accomplishments including information on the location and methods by which these activities were executed.

- Assessment of the degree to which the housing plan and program has been carried out, particularly the neighborhood services program.

3. Housing Needs of All Economic Segments

a. Housing Activity

- Data on the price/rent distribution of new housing built in the Orange planning area.
- Data on the estimated annual income of households served by the new housing supply.
- Data on the number and type of households who received assistance through various local, State or Federal housing programs which affect both the new and existing supply.

b. Goals Achievement

- Assessment of the progress made toward reaching the income group housing targets.
- Assessment of the extent to which the housing plan and program have been achieved.

Utilizing the above information, it will be possible to completely update the Housing Element every five years to correspond with the Federal Census. As previously discussed, the Housing Assistance Plan will provide a means of annually updating portions of the Housing Element, particularly those relating to neighborhood preservation and housing for all economic segments.

VII. RELATIONSHIP OF THE HOUSING ELEMENT TO OTHER GENERAL PLAN ELEMENTS

The elements of the General Plan are all, to some extent, related to and interdependent on each other, since together they form the basic framework around which the community can focus its efforts toward achieving its stated goals, objectives, and policies. This section describes the relationship that exists between the Housing Element and other General Plan elements in the following two ways:

- The identification of the kinds of relationships that exist between the "areas of concern" of a housing element and other mandatory general plan elements.
- The identification of current city position statements (e.g. goals and policies) which have a direct relationship to several key characteristics of housing.

A. Relationship Between General Plan Elements and a Housing Element

As stated earlier, a Housing Element is primarily concerned with the characteristics of new housing, improvements to existing housing, and the needs of all economic segments. Chart Two indicates, generally, how each of several Elements of a General Plan relate to the areas of concern of a Housing Element. As shown in the chart, each of the Elements has at least some bearing on housing. However, a Land Use Element is most directly related to a Housing Element.

B. Housing and City Position Statements

Current City policies are reflected in existing General Plan Elements as well as other city documents. The Phase I research and analysis report identified City position statements which directly related to housing. These statements, most of which are found in General Plan Elements, are also listed. These statements guided the formulation of the Housing Element goals and policies found in this document.

1. New Housing

The following is a list of position statements on the three characteristics of the new housing supply. The list, for each characteristic, proceeds from the most general to the more specific statements.

a. Number

- Orange has adopted a policy statement that it should plan for a moderate population growth rate during the next eight years.
- The Land Use Element indicates that the City anticipates a 1985 population of approximately 108,000 persons.
- To be consistent with the growth policy means, over the next eight years, the construction of approximately 4,000 units.
- The growth policy anticipates a City population growth of approximately 2,000 persons yearly.
- The Land Use Element indicates that additions to the stock should be made at an average of 500 units yearly.

b. Type

- Orange has a policy statement to the effect that a wide variety of possible residential life styles should be provided for.

- The City has a residential development guideline indicating that a variety of single and multiple family housing types should be provided that meets the housing needs of families of all sizes, incomes, and age groups.
- The Land Use Element includes a statement encouraging the use of cluster housing techniques to a much greater extent than has been the case.
- The Open Space and Conservation Elements have an objective stating that planned unit developments which provide individuals with greater cumulative open spaces should be encouraged.

c. Location

- The Open Space and Conservation Elements include the following goal: "Mitigate and/or prevent urbanization of natural and man-made hazard areas, for public safety and health purposes."
- The City has a policy stating: "Orange should plan to expand by annexation of lands primarily to the east, but physical growth should be more fully evaluated in terms of its consequences both environmentally and economically."
- The Land Use Element contains the following residential development guideline: "Where residential and non-residential uses are anticipated adjacent to each other, steps should be taken to enhance the compatibility of the uses and the zoning code should assure that incompatible uses are buffered from each other aesthetically, environmentally, and in terms of circulation and noise."

- The following residential development guidelines are also included in the Land Use Element:

The application of Planned Unit Development techniques should be encouraged, especially in the hillside areas.

Any proposed residential development adjacent to freeways should be discouraged unless effectively buffered from freeway noises.

No residential building sites should be created with frontage on an arterial highway.

All residential development should be evaluated in terms of appropriate site development standards.

- The Open Space and Conservation Elements include the following objectives pertaining to the location of housing:

Adopt appropriate flood plain zoning where necessary.

Adoption and enforcement of municipal open space and conservation ordinances which allow controlled development upon previously identified open space and conservation lands.

CHART II

GENERAL PLAN ELEMENTS

AS RELATED TO A HOUSING ELEMENT

Areas of Concern

<u>General Plan Elements</u>	<u>New Housing</u>	<u>Existing Housing</u>	<u>Economic Segments</u>
Land Use	Vacant land in various density classifications.	Existing residential areas proposed for another use.	Availability of land and, therefore, housing for lower-income households.
Circulation	Opening up of land for residential development.	Impact on existing residential areas such as street widening projects that remove dwellings.	Economic status of households whose units would be removed owing to new or expanded roads.
Conservation	Designation of land that should not be developed.		
Open Space	Designation of land that should not be developed. Provisions of open space and parks to new residential areas.	Provisions of open space and parks to existing residential areas; reducing current deficiencies.	
Seismic Safety	Prevention of residential development in critical areas.	Impact on existing neighborhoods.	Cost impact of offsetting hazardous conditions.
Noise	Design and development considerations for new development proposed near noise-generating sources.	Suggestions and proposals for existing development impacted by noise from sources such as freeway traffic.	Cost impact of offsetting hazardous conditions.
Public Safety	Residential security of new areas; for example, fire prevention and suppression.	Residential security of existing areas.	

2. Existing Housing

Current City position statements as they pertain to housing quality and neighborhood quality are listed below. These statements, for each category, generally proceed from the most general to the more specific. The position statements are drawn from various City documents which consider the quality characteristics of the existing supply of housing.

a. Housing Quality

- The City, through adoption of Volume III of the Uniform Housing Code, has set "...minimum requirements for the protection of life, limb, health, property, safety, and welfare of the general public and the owners and occupants of residential buildings."
- Orange has a residential development guideline indicating that the rehabilitation of substandard residential units should be encouraged wherever possible.

b. Neighborhood Quality

- The Land Use Element contains a statement to the effect that: "Steps should be taken to physically identify unique and meaningful sub-areas of the community in order to maintain and enhance their significance to the community."
- The concept of preserving the integrity of residential neighborhoods is a residential development guideline.
- The Land Use Element suggests that more detailed specific plans should be developed and approved for the Olive area, El Modena area, Plaza area, Orange Park Acres area, and others as required.
- The following specific objective is included in the Land Use Element: Preserve and enhance the rural atmosphere of the Orange Park Acres Area.
- The following commercial development guidelines bear a relationship to existing housing and neighborhoods:

More consideration should be given to the interface areas between commercial uses and other types of land use, particularly residential.

- Further expansion of strip commercial areas beyond their present limits should be discouraged.
- In the Land Use Element the following statement is made: "Special care should be taken to improve the existing and potential interface areas between industrial and residential land uses."

- The Open Space and Conservation Elements contain a specific objective that the City should prevent groundwater pollution by sewerage all unsewered areas of the future City.

3. Housing Needs of All Economic Segments

The City of Orange has some position statements concerning the housing needs of all economic segments. The following position statements are drawn from two documents--the Land Use Element and the City's agreement with the Orange County Housing Authority. These statements are classified according to the kinds of characteristics with which the various goals, policies, guidelines are concerned.

a. Housing Needs and Housing Supply

- The Land Use Element contains a residential development guideline stating, "A variety of single and multiple family housing types should be provided that meets the housing needs of families of all sizes, incomes, and age groups."
- A supply of housing that varies sufficiently in cost is an objective of the Land Use Element.

b. Low and Moderate Income Housing

- The Land Use Element contains the following objective: "Orange should also make provisions for its share of low and moderate income housing."
- The City has an agreement with the Orange County Housing Authority to rent dwelling units (through provisions of the Section 8 program) which may consist of single or multiple family units which are existing, rehabilitated or new construction and may be occupied by families, senior citizens or the handicapped.

The assisted units can be rented units only; priority is to be given to Orange residents; and the City Council is kept informed of all units currently under lease in the city.

DRAFT ENVIRONMENTAL IMPACT REPORT 447

NOVEMBER, 1977

EIR SUMMARY

This EIR has been prepared pursuant to the California Environmental Quality Act of 1970 as amended. The EIR covers the Housing Element; part of the continuing evolution of a comprehensive General Plan .

Policy Impacts:

1. The potential disruption of the natural environment due to the urbanization of undeveloped land.
2. Potential localized reduction of air quality.
3. Potential increases in seismic hazard.
4. Potential increases in energy consumption.
5. Potential changes to the urban form, including the causation of new infra-structures in some areas.
6. Potential economic impacts, both positive and negative, caused by changing priorities of resource utilization within the city.
7. Potential social impacts due to neighborhood changes and shifts in socio-economic groups within and between neighborhood units.

Mitigation and Unavoidable Adverse Impacts

The Goals, Policies and Programs and the actions that are the direct result of these, will, by their very nature, create some adverse impacts in the eyes of some if we are to achieve our housing objective, but, these potential adverse impacts are offset by our need and expressed desire to provide a full range of adequate housing choices to all segments of our population.

Long Term vs. Short Term Effects

The long term benefits gained by the logical direction of forecasted growth trends, increased housing production, and the provision of adequate, affordable housing for all income levels will serve to offset localized short term impacts and provide a net overall positive impact for the city in the long run.

I. PROJECT SUMMARY

BACKGROUND/OVERVIEW

Mandate

As specified by State Law and the Department of Housing and Community Development, local governments must prepare a comprehensive plan which includes a Housing Element. The plan and plan elements are to be updated and the planning and implementation activities specified in the plan elements must be coordinated so as to be 1) internally consistent 2) coordinated with other functional elements of the comprehensive plan, and 3) consistent with functional and land use plans of other jurisdictions.

Work in Progress

The Housing Element of the City of Orange is one Element of an evolving comprehensive General Plan which takes its basic direction from local city-wide goals, county-wide goals, regional goals, State Office of Planning and Research guidelines, State Health and Safety Codes and State Planning law.

The purpose of the Element is the further achievement of a safe and adequate house for all segments of our population. The Element is a document which will help us identify what we are doing in the area of housing and guide us in formulating specific action programs dealing with new housing and the improvement of existing housing stock.

Numerous plans and programs relating to housing and the rehabilitation of housing are now underway in the city, both as privately and publicly sponsored efforts and these plans and programs are continually being revised, updated and added to as new opportunities and circumstances permit. The Element is a solid base upon which the city can build toward further achievement.

The City's role with regard to housing includes these basic functions:

- 1 - Development of housing goals and policy
- 2 - Data collection and analysis
- 3 - Provision of assistance both locally and through the Orange County Housing Authority to those in need of housing and funds
- 4 - Continuing review of and action on new housing programs as they become available.

- 5 - Coordination of intra-department activities with regard to the provision of low and moderate income housing opportunities and related services.
- 6 - Coordination with other adjacent cities and the county in the same regard as mentioned above.
- 7 - Review of proposed state and federal legislation and administrative decisions regarding housing, and community and economic development.
- 8 - Review and action on regional housing plans and programs as they are developed in a manner consistent with local needs, requirements and policies.

Issues

The Housing Element focuses on four main issue areas:

- 1 - Coordination and Cooperation: The relationship between city departments, governments within the area and private sector interests relative to the provision of adequate housing for the city's households.
- 2 - Quantity: The current and forecast amounts of sound housing available and needed within the area.
- 3 - Quality: The current and forecast condition of all housing units and the condition of neighborhoods.
- 4 - Cost and Distribution: The affordability of housing for all income groups, and the availability of housing for all income groups in all parts of the city, with the assurance of equal housing choices and opportunities for all households, without regard to age, race, creed, sex or marital status.

Overall Objectives

Specific needs are identified for each issue area. A design for meeting these needs is identified. The objectives are:

Coordination and Cooperation

- 1 - Coordinate the activities of city departments, citizen groups and the private sector relative to the provision of adequate housing for all households.

Quantity

- 2 - Promote the production of new housing in appropriate amounts in those areas identified as most appropriate.

Quality

3. Promote new high quality, land and resource conserving housing.
4. Maintain the existing stock in good condition, preserving affordability.
5. Rehabilitate deteriorated units, preserving affordability.
6. Assure the provision of adequate public and private facilities and services in all residential areas.
7. Promote environmental and aesthetic quality in all residential areas.
8. Assure residential security and safety.

Cost and Distribution

9. Show the rising cost of new and existing housing.
10. Reduce the cost of new construction and land.
11. Encourage expanded job opportunities in low income areas.
12. Research alternatives and housing types and zoning, including mobile homes.
13. Prepare criteria for distribution of low and moderate income housing to insure that such housing will not over impact any one area of the city.
14. Support non-discrimination to provide equal opportunity in housing.

II. SUMMARY OF ENVIRONMENTAL SETTING

The environmental setting for this project is presented in the Housing Element and the Land Use Element of the Orange General Plan and this Housing Element E.I.R. hereby incorporates those environmental setting sections. A summary of that setting follows:

The City of Orange planning area is located in north central Orange County. It has an area of approximately 38 square miles or approximately 24,000 acres and a population of approximately 90,000 residents. The planning area contains a mixture of residential, commercial and industrial development along with undeveloped land in each category.

The City of Orange is fortunate in having a diverse combination of natural landscapes that vary from the relatively flat plains of the Santa Ana River and Santiago Creek to the rugged Santa Ana Mountains, Lomas de Santiago, Peralta Hills and El Modena Volcanics which bear mute testimony to past geologic processes. This diverse topography, enhanced with a "Mediterranean" climate, has contributed to the popularity and past growth of the City of Orange.

1. Rivers: The Santa Ana River forms the general westerly boundary of the planning area, extending north/northeast from the southern limit of the area with a more easterly bend at the northwestern boundary. Much of this riverbed is utilized for fresh water percolation basins with the appurtenant remainder committed to, or proposed for, recreation-open space uses.

The Santiago Creek, a minor tributary of the Santa Ana River, bisects the City in an east/northeast direction with several sand and gravel extraction pits, a regional park, and unaltered creekbed characterizing its present state.

Both of these major watercourses are included in the County of Orange Greenbelt Plan are dealt with in more detail in the City of Orange Open Space and Conservation Elements of the General Plan and the Santa Ana River-Santiago Creek Greenbelt Plan prepared for Orange County by the firm of Eckbo, Dean, Austin and Williams.

2. Plains: The Santa Ana River and Santiago Creek Alluvial Plains comprise most of the low land and level area of the western two-thirds of the planning area and contain the major portion of the incorporated territory. These plains were formed over many millennia by the deposition of rocks, silt and debris by the Santa Ana River and Santiago Creek. All natural vegetation of the plains, which was once grassland and coastal sage-scrub, has been cleared by past agricultural activities and urbanization.

A smaller alluvial plain, is located east of the El Modena Volcanics. This plain is comprised of alluvial deposits of Handy Creek. This plain is partially developed to the neo-rural urbanization form and is locally known as "Orange Park Acres".

3. Hills: With most of the level to rolling land urbanized or committed to urbanization, future growth will most likely occur in the hill and foothill areas, which retains the natural grassland and coastal sage-scrub vegetation communities of the planning area. The western end of the Peralta Hills, along the northern boundary of the planning area are partially urbanized with the Nohl Ranch and Villa Park terraced residential communities. The eastern portion of these hills, extending to Weir Canyon then merging with the Santa Ana Mountain foothills and extending southward, are undeveloped. Sporadic residential development is presently occurring along the base, and into the El Modena Volcanics. Panorama Heights and Cowan Heights, along the southeastern planning area boundary, are partially developed with residential estates.

Whether man perceives these natural landforms to be something to live on, or hopefully, to live with, will determine what will happen to the City of Orange Planning Area's natural features. It is assumed that the location of new housing will not be a problem if it is accomplished within the policy framework set forth in the Land Use Element and the Open Space and Conservation Elements.

III POTENTIAL SIGNIFICANT IMPACTS AND MITIGATION MEASURES

NATURAL ENVIRONMENT

Impacts:

To produce housing units to meet the needs and projections stated in both the Housing Element and the Land Use Element will require, among other things, the conversion of many acres of vacant land, particularly in the eastern part of the Planning Area, to urban uses. There is a potential for significant impacts due to this conversion in terms of :

1. The disruption or overcovering of soils and potential changes in topography.
2. Possible changes in water absorption rates and drainage patterns.
3. Potential changes in the numbers and/or diversity of species of Flora and Fauna.
4. Reductions of open space.

The total impacts of the Element on the natural environment cannot be measured at this time. The magnitude of these impacts are dependent on specific locations and numbers of developments predicated by the Element and the physical design and layout of those developments.

Mitigation Measures :

The Housing Element, Land Use Element and the Open Space and Conservation Elements contain policies and policy action measures which, in themselves, act as measures to mitigate potential impacts on the natural environment.

The policies also support rehabilitation and maintenance of existing units to lengthen their useful life and lessen the need for additional new units. This also lessens the demand for the use of additional natural resources and the attendant environment impacts.

Individual projects generated in response to this Element, the Land Use Element and market forces will address specific impacts for their specific site in much detail as a part of the overall development process prior to any action being taken on them by the City Council and Planning Commission.

Seismic Safety

Impacts:

The Housing Element will tend to increase densities in the existing urban areas. This will increase the total seismic hazard.

Mitigation Measures:

The degree of additional seismic risk assumed by the follow-through and implementation of the Housing Element program is acceptable to the community as being necessary to achieve the Housing Goals and Policies of Orange. This position is consistent with both the Seismic and Land Use Elements of the General Plan.

Air Quality

Impacts:

There is a potential for short term air quality reduction from any rehabilitation and construction activities generated as a result of this Element. These impacts are those normally associated with construction, such as dust and short term air quality reduction due to operation of mechanical equipment.

Mitigation Measures:

Short term impacts associated with rehabilitation and new construction activities can be mitigated by local dust control ordinance and state air quality requirements for machinery.

Energy

Impacts:

Although rehabilitation and new construction activities generated as a result of this Element have the potential to increase energy consumption on the short term, the net impact in the long term should be beneficial in terms of reducing the demands of increased energy consumption.

The location of housing near job opportunities reduce commuting and the use of private automobiles, thereby helping to reduce energy consumption.

Emphasis on rehabilitation and maintenance of existing units, while requiring energy, should have an overall positive effect by lessening the need for new construction and thereby the use of additional natural resources and energy demands associated with that use.

Similarly, policy supporting the construction of energy efficient units serve to reduce the tendency towards increased energy demands.

Mitigation Measures:

None proposed.

Land Use and Urban Form

Impacts:

Impacts on land use as a result of implementing the policies in the Element consist primarily of directing new land use patterns in some areas and reinforcing them in other areas. By directing new construction to new areas the existing land use trends will be somewhat curtailed. This redirection also carries the potential for a change in land uses in existing areas by correcting obsolete or inefficient land uses to residential development.

The emphasis placed upon rehabilitation will serve to reinforce some existing land uses. Prolonging the lives of existing structures, will reduce the possibility of conversion to alternative land uses.

The Element has the possibility of impacting the urban form in terms of the impacts placed upon both existing and potential new infra-structures. Production of new units has the potential to overload existing infra-structures or of requiring new infra-structures. Because the exact locations of new construction or substantial rehabilitation projects is not known, it is impossible to quantify impacts at this time, with the exception of waste water treatment facilities.

Mitigation Measures:

Rehabilitation projects are not seen as adversely impacting Land Use or the Urban form. Consequently, no mitigation measures are proposed for that portion of the Element.

Other policies in this and the other General Plan Elements serve to mitigate possible impacts from new housing construction associated with the Element. These policies are designed to ensure that new housing production is coordinated with infra-structure capacities in existing and in undeveloped areas. The policies also will attempt to attract both private and public investment into these areas to help ensure adequate infra-structure capacities.

Section 208 of the Clean Water Act authorizes land use planning in terms of non-point sources of water pollution. SCAG, as the 208 planning agency for this region is working with local governments, including Orange, and water and sanitation districts in advancing water planning and protection to address projected needs and growth trends.

Economic

Impacts:

The primary economic impacts are really in terms of opportunity costs. These beneficial impacts are produced by our General Plan policies which encourage job development, housing production and reinvestment. There are also indirect benefits associated with these policies. By providing better access to employment, education and housing, a climate more conducive to new industry locating in the area may be produced.

Simply stated, the economic impacts of the Element are the opportunity costs of infusing resources into the area and those opportunity costs are unquantifiable at this time.

Mitigation Measures:

Policies designed to improve the overall economy could be considered to be mitigation measures. That the Element and entire General Plan provides policies to promote increased employment, economic development, and increased housing production serves to mitigate possible adverse impacts and may provide a net positive benefit.

Social Environment

Impacts:

The majority of the potential impacts of the Element involve the social environment and neighborhood identity.

The process of development and rehabilitation can cause disruption in varying degrees of neighborhoods and the social institutions that serve them. While the impact of individual actions may be minor, it should be recognized that the cumulative effect of such actions have the potential for creating more significant impacts.

The social impacts may be broken down into two categories, the relocation of households and the disruption of existing social systems by shifting population groups.

For the most part both categories suffer similar impacts. Although the relocations of households tend to be more economic in nature, the disruption of existing social systems tends to be more psychological. These impacts range from economic loss or gain to loss of neighborhood identity and in some cases feelings of alienation from society.

For some households the social impacts of the Element will be beneficial, for some they will be adverse. For some households the impacts will be short term, for some long term.

It is impossible to identify or quantify all of the social impacts at this time.

Mitigation Measures:

The element provides some mitigation measures for social impacts. These are mainly in the form of policies to maintain affordability after rehabilitation or reinvestment.

Certain social impacts which could be associated with the movement of differing socio-economic populations into previously isolated neighborhoods have no known mitigation measures.

IV ALTERNATIVES TO THE PROPOSED PROJECT

The concept of alternatives at this level of planning implies different housing programs for different areas within various time frames. The intent of this Housing Element is to maximize the flexibility of future options of housing supply, as well as preservation of the environment.

As proposed, the Housing Element does not bar any of the alternatives being considered at this time with respect to different housing modes, and it does not preempt any of the policy decisions which will be required to implement the Housing Element.

An alternative of "No Project" would simply mean no plan, and this translates to no regulation or direction to development of a full range of adequate housing, a vast loss of the urban community's values, and a general deterioration of the quality of life in the City of Orange.

Another alternative would be to cut off any new development to the east and to direct all new development into existing urbanized areas. Although this strategy could accelerate the process of re-investment, the results may be densities which are beyond infra-structure capacity and which may be socially unacceptable. This alternative also would cause increased disruption of existing neighborhoods and social systems as well as generate additional relocation needs. Totally restricted outward growth could also drastically increase housing costs, through increased land and construction costs. There is also the potential to depress overall economy due to less construction. Moreover, such a strategy would also conflict with adopted goals and policies in the City of Orange.

V POTENTIALLY SIGNIFICANT ENVIRONMENTAL IMPACTS THAT CANNOT BE AVOIDED

The potentially significant impacts that cannot be avoided if this proposal is implemented are primarily social in nature.

The social impacts relate to the allocation and the provision of equal access and housing opportunities for all income levels. These policies have the potential to cause shifts in the distribution of socio-economic populations within and between neighborhood units. These impacts are not easily identified, nor are they easily measured. However, it is expected that these impacts will be significant, especially on individual sub-regional social systems.

This provision of CEQA relates more to a specific proposal than necessarily to a General Plan or plan Element such as the Housing Element. The policy alternatives in the Housing Element and the options for specific actions give flexibility to environmental reporting, so that when a specific policy or action is implemented any adverse environmental effects may be noted and necessary mitigation measures taken.

VI THE RELATIONSHIP BETWEEN SHORT TERM USES OF THE ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG TERM PRODUCTIVITY

With the exceptions of the potential social impacts mentioned in the section dealing with unavoidable impacts, there are no long term adverse impacts on the environment. Because of policies contained in the General Plan and this Element the net overall effect should be an enhancement of the existing environment and the improvement of the existing urban form.

The duration of any adverse social impacts is indeterminable. However, the net long term effect should be a beneficial one by producing more efficient, diverse and balanced social and economic systems.

VII THE GROWTH INDUCING IMPACT OF THE PROPOSED ACTION

Although the Element may indirectly produce localized growth, through housing production, it is not expected to adversely impact growth on a regional level.

The Element is intended not to cause or reduce growth trends, but instead to direct them in a logical manner to improve housing quality, cost effectiveness and distribution in the City of Orange.

VIII IRREVERSIBLE ENVIRONMENTAL CHANGES WHICH WOULD BE INVOLVED IN THE PROPOSED PROJECT SHOULD IT BE IMPLEMENTED.

Since the Housing Element is a portion of our efforts in the development of a comprehensive General Plan and follows the forecasts and development policy set down in other Elements as well, the commitment of resources are identified as:

- urbanized of 1,150 acres of land.
- construction materials for 4,540 new dwelling units
- construction materials for new schools, hospitals, commercial and community facilities, sewers, roads, water and gas mains, and general infra-structure to serve 16,000 new residents.
- increased consumption of electricity
- increased consumption of gas per day for automobiles
- increased consumption of natural gas
- increased consumption of fuel oils
- increased consumption of construction energy for new dwelling units, places of employment and infra-structure.

IX CONCLUSION:

The Housing Element is a document designed to formulate City policy in regard to the housing needs of the populace. As such, its impact upon the environment may be summarized as follows:

Land Resources: No significant adverse impact so long as implemented in accordance with the Land Use Element, the Open Space and Conservation Elements, with timely environmental documentation concurrent with such implementation.

Air Quality: No significant adverse impact directly traceable to the enhancement of housing.

Water Quality: No significant adverse impact directly traceable to the enhancement of housing.

Minerals: No significant adverse impact directly traceable to the enhancement of housing.

Biota: An overall beneficial impact is possible with the potential increase of landscaping and open space.

Ambient Noise: An overall beneficial impact is possible upon residents who achieve improved housing.

Historic Values: No significant adverse impact primarily because the housing in need of improvement is not of historical significance, merely old.

Aesthetics: An overall beneficial impact is possible with the upgrading advocated for deteriorating dwellings and neighborhoods.

Seismic Safety: Potential adverse impact outweighed by a desire to provide new housing and partially mitigated by programs to revitalize existing housing.

Economic: No significant adverse impact.

Social: Potential adverse impacts but these are partially mitigated by positive and beneficial impacts resulting from the various housing programs.

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